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Community Mobilization Against Substance Abuse And Violence *Prevention Strategies and Outcomes: An Evaluation*

January 2003



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Community Mobilization
Against Substance Abuse And Violence
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Although I am the author of this evaluation report and responsible for any errors of fact or shortcomings in analysis, the research for this report was a collective effort.

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Daniel M. Amos, Ph.D.
Research, Evaluation and Development
January 10, 2003

Executive Summary

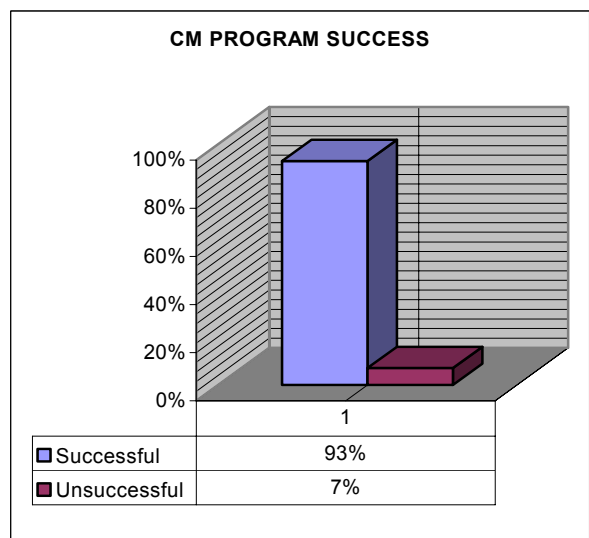
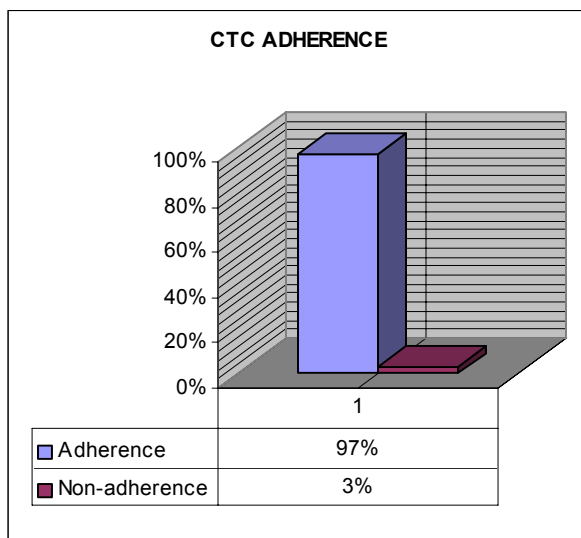
Of the \$13.9 billion in Washington state government spending in 1998, \$1.51 billion (10.9 percent) was spent on services related to the impacts of substance abuse. Of that \$1.51 billion, only four percent was spent on treatment, and even less, only one percent, was spent on prevention (Albert 2002:13). Using only about a tenth of the state's substance abuse prevention funds, the *Community Mobilization Against Substance Abuse and Violence Program* (CM) has helped to develop and implement local programs against substance abuse and violence. In 2000 and 2001, CM received \$3.1 million in funding, \$1.7 million in state funds from Washington state's *Violence Reduction and Drug Enforcement* account (VRDE), and \$1.4 million from the governor's portion of the federal *Safe and Drug-Free Schools and Communities* grant (SDFSC). With these funds, 37 county-level CM Programs have mobilized communities toward prevention goals in all of Washington's 39 counties.

CM and other state agencies have adopted the *Communities That Care* prevention strategy of University of Washington faculty members Hawkins, Catalano and Associates. Their model, which has proven successful and cost effective, integrates four major social theories.

FINDING ONE

Program Success and Adherence to the Social Development Model

This statewide program evaluation of CM discovered that it is effective in using public resources to support the development of social groups for prevention. Ninety-seven percent of the 29 individual CM programs evaluated for this report addressed one or more risk and protective factors within Hawkins and Catalano's *Communities That Care* social development model. The remaining program evaluated for this report also mobilized the community and provided social resources against substance abuse and violence, but not within the social development model. Ninety-three percent of the programs were effectively implemented and were able to provide evidence of success in preventing substance abuse and violence.



Empirical studies have shown that the *Communities That Care* social development model is a practical, community-based approach to change that has been shown to be effective in lowering rates of violence and substance abuse among participating clients (J.D. Hawkins, R.F. Catalano, and L.A. Kent 1991; J.D. Catalano and J.Y. Miller, 1992; J.D. Hawkins, R.F. Catalano, R. Kosterman, R. Abbott, and K. Hill, 1999).

CM sponsors elementary school programs throughout Washington state that use Hawkins and Catalano's prevention strategies. Recently, the Center for the Study and Prevention of Violence at the University of Colorado reviewed a social development prevention program of Hawkins, Catalano and Associates that focused on elementary school children in a high crime area of Seattle. When criminal justice outcomes were measured, the Center found that spending for the program was cost effective:

“Adding the benefits that accrue to crime victims as a result of the lower expected future crime increases, the net present value estimate is \$14,169 per participant, which is equivalent to a benefit-to-cost ratio of \$4.25 for every dollar spent (Aos, S., Phipps, P., Barnoski, R., and Lieb, R. 2001:14).”

In addition to positive criminal justice outcomes, research has shown that Hawkins and Catalano's social development programs have positive outcomes related to substance abuse, sexual activity, school commitment, academic performance, and other areas. The economic model of the Center cannot quantify these additional benefits, but the Washington state Institute for Public Policy intends to develop such a model (Ibid.).

The *Physician Leadership on National Drug Policy* advisory group has made the following national policy recommendation: “Increase the proportion of the federal and state budgets allocated to prevention of substance use problems in adolescents. Provide additional resources for the dissemination of evidence-based information that identifies the most effective approaches to prevention of substance use problems and the disease of addiction (Colby, 2002:10).” Our evaluation of CM prevention programs in Washington state provides additional evidence to support this policy recommendation.

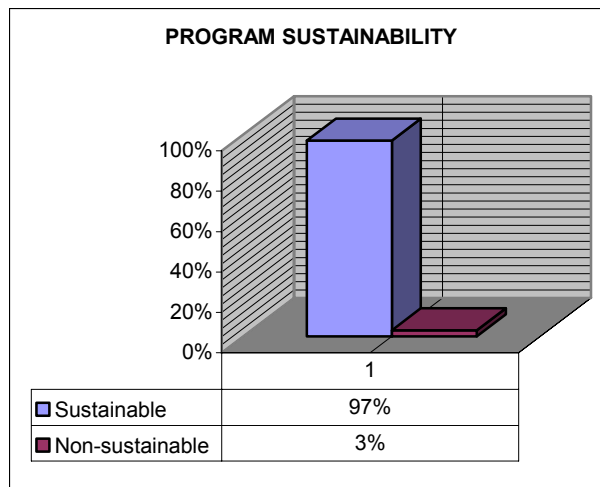
Recommendation:

- a. All CM programs should be based on the *Communities That Care* social development model. One consequence of this recommendation would be that one-time, or short-term prevention programs that are not part of a larger overall strategy should not be funded. In contrast, one-time programs that mobilize the community as a part of a larger strategy against substance abuse and violence should continue to be funded by CM.

FINDING TWO

Program Sustainability

Ninety-seven percent of the programs evaluated (28 of 29) gave evidence that they were sustained and supported by the community. One program showed evidence of diminished community interest and support.



Recommendations:

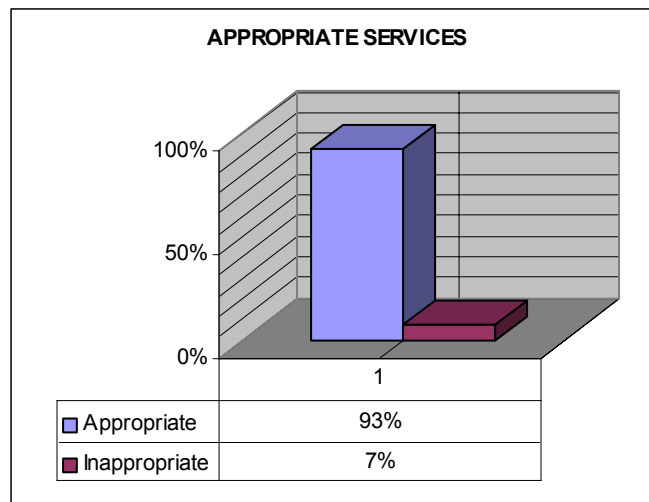
- a. Program Activity Reporting (PAR) data should be used to track community support of individual programs.
- b. Programs that show evidence of diminished community interest for two or more consecutive years should be reviewed to identify the reason(s) for the reduced community interest and/or involvement. Programs in this category should be reformulated to address the community's lack of involvement, or be replaced with programs that directly address the community's lack of involvement in youth substance abuse and violence prevention.

FINDING THREE

The Relationship of Program Services to the Collaborative Needs Assessment

Of the 29 programs that were evaluated for this report, 93 percent provided services that appropriately addressed at least one of the risk and protective factors identified in the county needs assessment process. In seven percent, services in the programs neither directly addressed any of the risk and protective factors identified in the collaborative needs assessment, nor pursued a course that would enable the program to organize the community. These numbers are not based on a true random sample of all CM program services, because countywide CM coordinators were free to evaluate the program they wanted evaluated, or to direct an external evaluator to evaluate a particular program. The numbers do suggest, however, that the great

majority of the programs evaluated are responding appropriately to their targeted risk and protective factors.



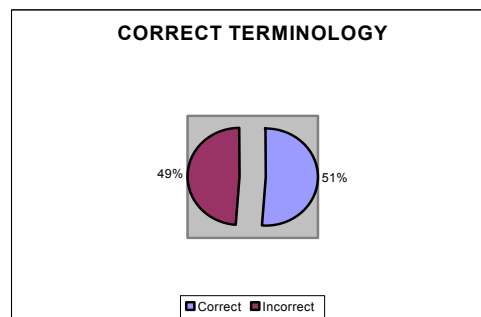
Recommendation:

- a. All CM-funded programs should focus on the risk and protective factors identified in the collaborative needs assessment process, or should focus on community organizing. Providers who do neither should receive a review of their programs and be specifically targeted for technical assistance. This assistance should include, in writing, proposals that clearly delineate the link between the chosen factors and the programs chosen, and how to choose programs to address specific risk and protective factors.

FINDING FOUR

Terminology in County Needs Assessments Consistent with the CTC Model

The Collaborative Needs Assessments for all 37 county-level programs were evaluated for this report. Fifty-one percent of the counties used terms for the risk and protective factors consistent with the terms in the CTC Model. Some of the terms used by counties (for example, “low school achievement”) made it difficult to determine which risk and protective factor the program was targeting (example: “lack of commitment to school” or “academic failure in elementary school”).



Recommendations:

- a. The fact that nearly half the programs in their needs assessments used terms not consistent with the CTC Social Development Model indicates that CM contractors should receive more training in Hawkins and Catalano's model.
- b. Much of Hawkins and Catalano's research has been supported by public funds, and their work has been published in peer-reviewed journals. In fact, much of their research has taken place in Washington state, and has involved CTED staff, CM contractors, and CM program participants. This evaluation discovered that many CM contractors in Washington state are well trained in Hawkins and Catalano's model, and are experienced in applying it. CM's in-state training may well choose to use the skills and services of people who are already well trained in the theory and implementation of the CTC Social Development Model, including CM contractors, CTED staff, and staff members of other state agencies.

Introduction: CM Programs, *Communities That Care*, and Evaluation

In 1989, the Washington State Legislature established the *Community Mobilization Against Substance Abuse and Violence Program* (CM) within the Department of Community, Trade and Economic Development (CTED). The purpose of the program is to develop and implement local community mobilization strategies throughout the state against alcohol, tobacco, other drug abuse and violence.

Of the \$13.9 billion in Washington state government spending in 1998, \$1.51 billion (10.9 percent) was spent on services related to the impacts of substance abuse. Of that \$1.51 billion, four percent was spent on treatment, and only one percent was spent on prevention (Albert 2002:13). In 2000 – 2001, the CM program received \$3.1 million in funding – \$1.7 million from Washington state's *Violence Reduction and Drug Enforcement* account (VRDE), and \$1.4 million from the Governor's portion of the federal *Safe and Drug-Free Schools and Communities* grant (SDFSC). Thirty-seven county-level CM Programs mobilized communities against substance abuse in all of Washington's thirty-nine counties. Between July 2000 and June 2001, there was an unduplicated participant count of 547,758 in CM programs throughout the state.

CM's Theoretical Framework And The Roots Of The CTC Model

As the official state theory and strategy against substance abuse and violence, CTED and other state agencies within Washington state have adopted the social development theory and the *Communities That Care* development strategy of University of Washington faculty members J. David Hawkins, Richard F. Catalano and associates. The theoretical framework of the Hawkins and Catalano's approach, their Social Development Model, "incorporates an understanding of both the factors leading to problems in adolescence (risk factors) and the factors leading to healthy development (protective factors) (Hawkins, Catalano, et al, 1992:14)." Hawkins and Catalano's model has roots in "control theory" – a sociological theory of social deviance and conformity (Hirschi 1969), and "social learning theory" – a behaviorist social psychology (Akers 1977 and Bandura 1977). Although not acknowledged by Hawkins and Catalano in their text, "Communities that Care: Action for Drug Abuse Prevention," their social development model also shows influences of Edwin Sutherland's theory of Differential Association (1947) and a version of social structure theory called Social Disorganization theory (Shaw and McKay 1972).

In the next section of this evaluation, control theory, social learning theory, the theory of differential association, and social disorganization theory will be discussed to show the practical consequences behind CM's adoption of Hawkins, Catalano and associates' Social Development Model and their *Communities That Care* (CTC) prevention strategy. One or more of these four theories form the intellectual rationale for each of the individual risk and protective factors identified by Hawkins and Catalano.

Control Theory

Control theory forms the heart of Hawkins, Catalano, and associates' Social Development Model, especially the identified protective factors. Control theory "assumes the existence of a

common value system within the society or group whose norms are being violated (Hirschi 1969, 1989:182).” This theory is rooted in the oldest sociological explanation of deviance, Emile Durkheim’s theory of anomie (Durkheim, 1895, 1951). Anomie (literally, “lack of regulation”) occurs when there is a breakdown in collective order, such as an economic depression, resulting in social disorganization. “The term social disorganization refers to a condition of society in which cultural values, norms, and social relations are absent, weak, or conflicting (Smelser, 1991:123).” Control theories focus on social organization and disorganization, and “assume that delinquent acts result when an individual’s bond to society is weak or broken (Hirschi, Ibid.178).” According to Travis Hirschi, a leading theorist of control theory, there are four kinds of bonds that an individual has to society. These bonds include:

- Attachment, especially the attachment of the individual to others.
- Commitment, particularly commitment to social conformity.
- Involvement, in particular, involvement in conventional activities.
- Belief in society’s common value system.

The stronger the four bonds, the less likely one would become delinquent (Ibid: 178-182). It is social controls, or bonds to society, which maintain law and order. Without controls, Hirschi argued, one is free to commit criminal acts (Ibid.).

Differential Association

Hawkins and Catalano’s Social Development theory has been influenced by Edwin H. Sutherland’s theory of Differential Association (1947). In contrast to control theory, cultural theories of deviance, such as Differential Association, assume that state-level societies have a variety of sub-cultures and value systems. Sutherland viewed crime as being the consequence of conflicting definitions of social reality. Individuals develop within social environments, and it is the social grouping of significant others, especially family and friends, that affect individual definitions of crime. According to the theory of Differential Association, not only do others affect individuals, it is from others that the individual learns the techniques, motives, and drives involved in committing deviant acts. Sutherland’s theory is based upon nine postulates:

1. Criminal behavior is learned.
2. Criminal behavior is learned in interaction with other persons in a process of communication.
3. The principal part of the learning of criminal behavior occurs within intimate personal groups.
4. When criminal behavior is learned, the learning includes techniques of committing the crime, which are sometimes very complicated, sometimes simple, and learning the specific direction of motives, drives, rationalizations, and attitudes.
5. The specific direction of motives and drives is learned from definitions of the legal codes as favorable or unfavorable.
6. A person becomes delinquent because of an excess of definitions favorable to violation of law over definitions unfavorable to violation of the law.
7. Differential associations may vary in frequency, duration, priority, and intensity.
8. The process of learning criminal behavior by association with criminal and anti-criminal patterns involves all of the mechanisms that are involved in any other learning.

9. Criminal behavior is an expression of general needs and values, but not explained by needs and values, because non-criminal behavior is also an expression of the same needs and values (Sutherland 1947).

The theory of Differential Association spells out the risk factors that predispose people towards crime. Sutherland observed that individuals learn to define reality by interacting with family, friends, and significant others. The definitions of reality that individuals learn within intimate groups either support or oppose criminal behavior, but Sutherland's theory is more precise than the commonsense notion that crime results from hanging out with bad company (Smelser 1991:127). In Sutherland's theory, "Criminal deviance is the product of a ratio of contacts with both criminal and non-criminal norms. The frequency of encounters with deviant patterns, and the number and duration of such encounters, all affect the intensity of a person's contact with deviant values. So, too, does age. The younger one is, the more likely one is to adopt behavior patterns from others (Ibid.)." Many of Sutherland's ideas have found a place in Hawkins and Catalano's Social Development Model.

Social Learning Theory

Hawkins and Catalano's Social Development Model has been influenced by Social Learning theory (Bandura 1977 and Akers 1977). Social modeling is the central concept of the theory. According to Bandura, learning through modeling is one of the fundamental means by which people are socialized. This is because "human behavior is to a large extent socially transmitted, either deliberately or inadvertently, through the behavioral examples provided by influential models (Bandura 1973:68)." According to Bandura, partially successful behavior or even negative behavior is often maintained because better models for behavior are lacking (Ibid.:253).

In social learning programs that are directed toward changing aggressive behavior in children and adults, for example, the most effective modeling programs include three components:

- Demonstrations that model positive behavior
- Guided practice
- Success experiences

Positive responses are repeatedly modeled, "preferably by several people who demonstrate how the new style of behavior can be used in dealing with a variety of aggression-provoking situations (Ibid.)." Clients are given guidance and numerous opportunities to practice in a variety of social contexts until the more positive behavior is performed spontaneously. Facilitators provide opportunities where the desired behavior can be performed, and the behavior is reinforced with various rewards (Ibid.).

R.L. Akers' version of Social Learning theory was directly inspired by Sutherland's theory of Differential Association. Akers argues that the principal influences on a child's social development come from those groups that "control individuals' major sources of reinforcement and punishment and expose them to behavioral models and normative definitions (Akers, et al, 1979:638)." The groups that influence a child's development are the social groups that a child is in differential association with (especially family), as well as friendship groups, peers, schools,

and religious institutions. For children developing within the context of these social groups, “deviant behavior can be expected to the extent that it has been differentially reinforced over alternative behavior ... and is defined as desirable or justified (Ibid.).”

Social Disorganization Theory

Also rooted in Durkheim’s Anomie Theory, the class of social structure theories known as Social Disorganization Theory, form a fourth theoretical strand in Hawkins and Catalano’s Social Development Model. A basic idea of the theory is that demographically unstable and poor neighborhoods generate crime. Extreme economic deprivation combined with highly transient, mobile populations cause social institutions such as families, schools, and neighborhoods to breakdown to such an extent they can no longer carry out their expected functions. In the 1920s, American sociologists such as Henry McKay, Clifford Shaw and Frederick Thrasher began to describe how poor, transitional neighborhoods lose their ability to maintain social order and become breeding grounds of criminal activity. For example, Shaw, in his classic social ecological study of Chicago, depicted what he believed was the social disintegration of a Southside neighborhood:

“The successive changes in the composition of population, the disintegration of the alien cultures, the diffusion of divergent cultural standards, and the gradual industrialization of the area have resulted in a dissolution of the neighborhood culture and organization. The continuity of conventional neighborhood traditions and institutions is broken. Thus, the effectiveness of the neighborhood as a unit of control and as a medium for the transmission of the moral standards of society is greatly diminished. The boy who grows up in this area has little access to the cultural heritages of conventional society. For the most part, the organization of his behavior takes place through his participation in the spontaneous play groups and organized gangs with which he had contact outside of the home ... this area is an especially favorable habitat for the development of boys’ gangs and organized criminal groups (Shaw 1951:15).”

Integrated Theories of Deviance

Hawkins and Catalano’s Social Development Model integrates multiple theories of social deviance. Attempts to integrate different theories of deviance into a single theory are not new. For example, in a study of delinquency and affective ties in the early 1970s, using a cohort of 200 adolescent boys living in low-cost housing projects in Seattle, Linden and Hackler demonstrated the value of linking differential association, social learning, and control theories “so that the effects of closeness of ties to each of deviant peers, conventional peers, and conventional adults and the behavioral preferences of each of these groups are all taken into account (1973:42).” In the early 1980s, Joseph Weis and his associates, including J. David Hawkins, attempted to integrate Social Disorganization theory with Control theory to explain juvenile delinquency. Weis’ theory assumes that in communities suffering from extreme economic deprivation, “families are under great stress; educational facilities are inadequate; there are fewer material goods; respect for the law is weak” and the community is less capable of combating juvenile delinquency (Siegel, 1992:243). In summary, Weis’ theory explains high

rates of crime in economically depressed communities by identifying the elements of social order that are not properly functioning.

In their model, J. David Hawkins and Richard F. Catalano, Jr. have integrated four major theories of deviance, and they have identified nineteen risk factors for delinquency and six protective factors against delinquency. Their research confirms the central hypothesis of Control theory: namely, that bonding is a significant factor in children's resistance to delinquency. They include three of the four social bonds named by Hirschi in his seminal statement on Control theory in 1969: attachment to positive relationships with others, commitment to family, school, the community, and pro-social peers, and beliefs regarding what is healthy and ethical behavior (Hawkins, Catalano and Associates, 1992:15). Hawkins and Catalano's Social Development model identifies three conditions in which bonding develops:

- Opportunity: the opportunity to be an active contributor or member of a group, and making a meaningful contribution to the family, school, or community
- Skills: having a wide variety of skills to be successful in contributing to the social units of society
- Recognition: a system of consistent recognition or reinforcement (Ibid.).

Similar to control theory and other functionalist theories, Hawkins and Catalano's version of bonding and delinquency makes its main arguments on the level of society, rather than the level of individual psychology. Hawkins and Catalano assert that people bonded to society, or a social unit of society such as the family or school, want to live according to the standards and norms of society:

“Young people who are strongly bonded to parents, to school, to non-drug-using peers, and to their communities are less likely to engage in behaviors disapproved by these groups because such behaviors threaten those bonds. The social development strategy enhances positive bonds while reducing risk factors, so that children are doubly protected (Ibid.).”

In addition to bonding, the other protective factors in Hawkins and Catalano's model include:

- Healthy beliefs and clear standards
- Opportunities, skills and recognition
- Social skills
- Belief in a moral order
- Individual characteristics

Risk Factors

Most of Hawkins and Catalano's nineteen identified risk factors for engaging in substance abuse, delinquency, and violence are also on the level of society or units of society, rather than on the level of individual psychology. They include:

1. Availability of drugs

2. Availability of firearms
3. Laws and norms favorable to drug use
4. Media portrayals of violence
5. Transitions and mobility
6. Low neighborhood attachment and community disorganization
7. Extreme economic deprivation
8. Family history of problem behavior
9. Family management problems
10. Family conflict
11. Favorable parental attitudes and involvement in the behavior
12. Early and persistent antisocial behavior
13. Academic failure in elementary school
14. Lack of commitment to school
15. Alienation, rebelliousness, and lack of bonding to society
16. Friends who engage in the problem behavior
17. Attitudes favorable toward the problem behavior
18. Early initiation of the problem behavior
19. Constitutional factors

All of the 19 risk factors identified by Hawkins and Catalano are inspired by the four theories of deviance discussed above. Some of the risks factors have been formulated with one of the theories largely in mind. For example, the three risk factors – “Friends who engage in the problem behavior,” “Attitudes favorable to the problem behavior,” and “Favorable parental attitudes and involvement in the behavior” – are in the spirit of the theory of Differential Association. The risk factor “Media portrayals of violence” comes from those working in the tradition of Social Learning theory. “Lack of commitment to school” comes from Control theory. “Extreme economic deprivation” and “Transitions and mobility” are found in Social Disorganization theory. A large percentage of the programs sponsored by Community Mobilization are designed and implemented to address these same risk factors.

It should be emphasized that of the four theories Hawkins and Catalano have integrated, not all were originally felt to be fully compatible. For example: Sutherland, in contrast to Durkheim, Shaw, McKay, and Hirschi, argued that it is not accurate to describe communities as being disorganized.

“The term ‘social disorganization’ is not entirely satisfactory and it seems preferable to substitute for it the term ‘differential social organization.’ The postulate on which this theory is based, regardless of the name, is that crime is rooted in the social organization and is an expression of that social organization. A group may be organized for criminal behavior or organized against criminal behavior. Most communities are organized both for criminal behavior and anti-criminal behavior and in that sense the crime rate is an expression of the differential group organization” (Sutherland 1947:9).”

By combining ideas from multiple theories, Hawkins and Catalano’s Social Development Model attempts to explain aspects of social deviance and youthful development that are not

satisfactorily explained by a single theory. Using these same theories, Hawkins, Catalano, and associates have developed prevention programs that are directed towards specific risk and protective factors.

CTC and the Five-Phases

In conjunction with their theory of social development, Hawkins, Catalano, and associates have developed *Communities That Care* (CTC), a strategy for social change that provides research-based tools “to help communities promote the positive development of children and youth and prevent adolescent substance abuse, delinquency, teen pregnancy, school dropout and violence (DRP, 2000:XII).” In addition to recommending programs based on their own Social Development Model, Hawkins and Catalano’s CTC development strategy also recommends programs developed from a variety of theoretical perspectives in psychology, sociology, social work, and other fields. The guiding principle behind the prevention programs presented in the CTC program guide is that all are research-based programs that have been found to be effective in at least one of the following focus areas: family, school, youth, and the community. Communities that use the *Communities That Care* program of social change are advised to implement a five-phase process.

- Phase One: Defining the community to be mobilized, identifying key stakeholders, mapping current conditions, making an inventory of positive areas and stumbling blocks, and recruiting a champion.
- Phase Two: Engaging, educating key stakeholders, developing a vision, and creating an organizational structure.
- Phase Three: Collecting data on risk and protective factors and problem behaviors, analyzing data, inventorying and assessing community resources.
- Phase Four: Defining desired outcomes, reviewing effective approaches, creating action plans for implementing new programs and strategies, or enhancing/expanding existing programs.
- Phase Five: Implementing action plans, building/sustaining collaborative relationships between key stakeholders, developing information and communication systems to support a collaborative approach, educating and engaging community, monitoring implementation, monitoring outcomes through regular assessment and evaluation, and celebrating success.

Needs Assessments and Phases 3 and 4

As part of Phases Three and Four in the CTC strategy, each county in Washington state is now asked to make an assessment of its substance abuse and violence prevention needs in conjunction with its biennial application for CM funding. Many local prevention service providers, contractors, and staff throughout the state help to develop and prepare for the collaborative needs assessment process, a key performance measure in the “Governor’s Substance Abuse Prevention Plan”, which was signed by Governor Gary Locke in April 2000. For the 2001-2003 biennium, the following six state agencies encouraged their local prevention service providers, contractors, and staff to participate in the collaborative needs assessment of local service needs:

1. Department of Community, Trade and Economic Development (CTED) for Community Mobilization Against Substance Abuse and Violence Programs
2. Department of Health for Local Health Jurisdiction-based Tobacco Prevention and Control Programs
3. Department of Social and Health Services/Division of Alcohol and Substance Abuse for County-based Alcohol, Tobacco and Other Drug Prevention Programs
4. Family Policy Council for Community Health and Safety Networks
5. Office of Superintendent of Public Instruction for Prevention and Early Intervention Programs in schools
6. Washington state Liquor Control Board

For the 2001 – 2003 biennium, local prevention service providers and contractors prepared needs assessment reports in each county. In many counties, the collaborative needs assessment involved the Community Health and Safety Networks, parents, concerned citizens, and a variety of community and government organizations. In some counties, the needs assessment was limited to the CM policy board or similar bodies. Each county was asked to submit the results of the needs assessment to all six participating state agencies. The collaborative needs assessment process allowed local prevention planners to conduct a single comprehensive assessment of the needs of their entire county. Local prevention planners were encouraged to use the assessment in developing coordinated prevention programs and services for their locality. It should be noted that this was the first time local prevention service providers were required to develop their needs assessments through a collaborative process. While some counties had already been using a similar process, others had not. For all providers, the use of this specific process and reporting system was new.

The Appropriateness of Program Services: The Observations of DRP

In 1997, Developmental Research and Programs, Inc. (DRP) was commissioned by CM to make a comprehensive evaluation of its substance abuse prevention programs. (DRP was a Hawkins and Catalano led research and social development corporation based in Seattle. Recently, the Channing Bete Company acquired it.) DRP's evaluation of CM programs addressed many important issues. In their analysis of the relationship between risk and protective factors and CM program services, it was noted that the key question was whether program services appropriately addressed the risk and protective factors identified in the needs assessment process. In their report, DRP observed that there was not enough information to fully analyze this question:

“The lack of detail in the description of project services was a hindrance in providing a definitive answer to this question. Project services were usually not described in detail, either in project reports routinely delivered to CTED, in project materials distributed within the county, or as part of the evaluation. This is not a criticism of the projects because they have not been asked for this kind of information in the past. But the lack of information does make answering this question more difficult (Pollard 1997:58).”

In response to the lack of information about program services, CTED decided to use qualitative methods for the 2001 – 2002 CM evaluation. In order to describe CM program's service

outcomes and to analyze the relationship between the risk and protective factors targeted by the counties and the program services that were provided, the qualitative methods included in-depth interviews and ethnographic observation.

Three Components of the Evaluation

During August and September of 2001, 37 CM coordinators and 11 Washington State University (WSU) interns were trained to focus on three components of the evaluation process: context evaluation, implementation evaluation, and outcome evaluation (Kellogg Foundation 2000). The completed program evaluations covered three aspects to varying degrees:

- How CM programs function within the economic, social and political environment of the community (context evaluation).
- The planning, setting up and implementing of a program, as well as documenting the evolution of a program (implementation evaluation).
- The short- and long-term results of the program (outcome evaluation).

Used together, these three components of evaluation can be used to improve CM project effectiveness and promote future sustainability and growth (Ibid.). Outcome evaluations are especially crucial to CM coordinators because they help to:

- Demonstrate the effectiveness of a project and make a case for its continued funding, expansion or replication.
- Answer questions about what works, for whom, in what circumstances.
- Focus on those activities and contextual factors that support or hinder effectiveness. (Ibid.)

Types of Outcome Evaluations:

Washington state CM coordinators and the WSU interns have made the following types of outcome evaluations:

- Individual, client-focused outcome evaluations
- Program and system-level outcome evaluations
- Broader, community outcome evaluations

FINDINGS

This report evaluates what is working and not working in local CM county programs. Program success in developing social groups that are effective against substance abuse and violence, program adherence to Hawkins and Catalano's development model, and the sustainability of programs within their respective communities are evaluated. The report also evaluates the extent to which CM program services in Washington state appropriately address the risk and protective factors identified in the county's needs assessment process, factors that are recorded in each county's CM Application for Funding.

Thirty-one detailed program evaluations, largely based on interviews of program participants and stakeholders, and including ethnographic observations of program activities and events, were completed in 81 percent of the county-level CM programs in Washington state. Ten WSU interns did program evaluations in 13 counties, and local CM county contractors did evaluations in 15 counties. A WSU intern and local CM contractor both evaluated programs in one county. The Research Investigator for CM evaluated programs in three counties. CM contractors in eight counties without external evaluators did not evaluate their programs. One intern completed evaluations in two counties, but did not follow the assigned research protocol. His work could not be used for the statistical analysis section of this report, which is based on the evaluation of 29 CM programs in 28 of the 37 county-level programs in the state. In addition to the program evaluations, an analysis was made of all 37 county-level programs to determine how consistent the terminology in the Collaborative Needs Assessments was with the CTC model.

FINDING ONE

Program Success and Adherence to the Social Development Model

Throughout Washington state some social groupings, such as families, neighborhoods, friendship groups, voluntary associations, schools, and businesses are organized in a manner that perpetuates high rates of substance abuse and violence, while other groups are organized against these problems. In every county, local rates of violence and substance abuse are an expression of differential group organization and resource mobilization (Sutherland 1947; Tilly 1978). Comprehensive theories of substance abuse and violence take into account the resources that mobilize groups in a community, including social groups that support and perpetuate substance abuse and violence, groups organized against these problems, and intermediate groups, as well as the various interests among and between groups (Dahrendorf 1959). The prevention approach adopted by CM assumes that counties with low rates of substance abuse and violence have social, economic and cultural conditions that provide social groups with resources to prevent and inhibit these problems. CM programs are implemented to provide resources for the development of social groups that are organized against substance abuse and violence.

The statewide program evaluation of CM discovered that CM is effective in using public resources to support the development of social groups for prevention. Ninety-seven percent of the 29 individual CM programs evaluated for this report, or all but one program, addressed one or more risk and protective factor within Hawkins and Catalano's social development model. The remaining program evaluated for this report also mobilized the community and provided social resources against substance abuse and violence, but not within the social development model. Ninety-three percent of the programs were effectively implemented and were able to provide evidence of success in preventing substance abuse and violence.

Empirical studies have shown that the *Communities That Care* Social Development Model is an economical, community-based approach to change that has been shown to be effective in lowering rates of violence and substance abuse among participating clients (J.D. Hawkins, R.F. Catalano, and L.A. Kent, 1991; J.D. Catalano and J.Y. Miller, 1992; J.D. Hawkins, R.F. Catalano, R. Kosterman, R. Abbott, and K. Hill, 1999).

CM sponsors elementary school programs throughout Washington state that use Hawkins and Catalano's prevention strategies. Recently, the Center for the Study and Prevention of Violence at the University of Colorado reviewed a social development prevention program of Hawkins, Catalano and associates that focused on elementary school children in a high crime area of Seattle. When criminal justice outcomes were measured, the center found that spending for the program was cost effective:

“Adding the benefits that accrue to crime victims as a result of the lower expected future crime increases, the net present value estimate is \$14,169 per participant, which is equivalent to a benefit-to-cost ratio of \$4.25 for every dollar spent (Aos, S., Phipps, P., Barnoski, R., and Lieb, R. 2001:14).”

In addition to positive criminal justice outcomes, research has shown that Hawkins and Catalano's social development programs have positive outcomes related to substance abuse, sexual activity, school commitment, academic performance, and other areas. The economic model of the center cannot quantify these additional benefits, but the Washington State Institute for Public Policy intends to develop such a model (Ibid.).

The *Physician Leadership on National Drug Policy* advisory group has made the following national policy recommendation: “Increase the proportion of the federal and state budgets allocated to prevention of substance use problems in adolescents. Provide additional resources for the dissemination of evidence-based information that identifies the most effective approaches to prevention of substance use problems and the disease of addiction (Colby, 2002:10).” Our evaluation of CM prevention programs in Washington state provides additional evidence to support this policy recommendation.

Recommendations:

- a.) All CM programs should be based on the *Communities That Care* social development model. One consequence of this recommendation would be that one-time or short-term prevention programs that are not part of a larger overall strategy should not be funded. In contrast, one-time programs that mobilize the community against substance abuse and violence as a part of a larger strategy should continue to be funded by CM.

FINDING TWO

Program Sustainability

Ninety-seven percent of the programs evaluated gave evidence that they were sustained and supported by the community. One program showed evidence of diminished community interest and support.

Recommendations:

- a.) Program Activity Reporting (PAR) data should be used to track community support of particular programs.
- b.) Programs that show evidence of diminished community interest for no more than two consecutive years should be reviewed to identify the reason(s) for the reduced community interest and/or involvement. Programs in this category should be reformulated to address the community's lack of involvement, or be replaced with programs that directly address the community's lack of involvement in youth substance abuse and violence prevention.

FINDING THREE**The Relationship of Program Services to the Collaborative Needs Assessment**

Of the 29 programs that were evaluated for this report, 93 percent provided services that appropriately addressed at least one of the risk and protective factors identified in the county needs assessment process. In seven percent, services in the programs neither directly addressed any of the risk and protective factors identified in the collaborative needs assessment, nor pursued a course that would enable the program to organize the community. These numbers are not based on a true random sample of all CM program services because countywide CM coordinators were free to evaluate the program they wanted evaluated, or to direct an external evaluator to evaluate a particular program. The numbers do suggest, however, that the great majority of the programs evaluated are responding appropriately to their targeted risk and protective factors.

Recommendation:

All CM-funded programs should focus on the risk and protective factors identified in the collaborative needs assessment process, or should focus on community organizing. Providers who do neither should receive a review of their programs and be specifically targeted for technical assistance. This assistance should include, in writing, proposals that clearly delineate the link between the chosen factors and the programs.

FINDING FOUR**Terminology in County Needs Assessments Consistent with the CTC Model**

The Collaborative Needs Assessments for all 37 county-level programs were evaluated for this report. Fifty-one percent of the counties used terms for the risk and protective factors consistent with the terms in the CTC model. Some of the terms used – for example, “Low school achievement” – made it difficult to determine what risk and protective factor was being targeted by the program (for example, “Lack of commitment to school,” or “Academic failure in elementary school”).

Discussion

If CM is to continue using the CTC model of social development, more training is in order. CM contractors have varying degrees of understanding of the model. Some contractors are well trained and experienced in using *Communities That Care*. Other contractors do not fully grasp the model. Part of the problem may be due to the fact that in Washington state there is high turnover of county coordinators, with seven new coordinators joining CM this year. The position of county coordinator is a demanding one, as coordinators must organize the community against substance abuse and violence while following state and local regulations. Training in the CTC model plays only a small part in the half-day contractor training given to new contractors by CTED staff.

Recommendations:

- a. The fact that nearly half the programs in their needs assessments used terms not consistent with the CTC Social Development Model indicates that CM contractors should receive more training in the Hawkins, Catalano and associate's model.
- b. Much of Hawkins and Catalano's research has been supported by public funds, and their work has been published in peer-reviewed journals. In fact, much of their research has taken place in Washington state and has involved CTED staff, CM contractors, and CM program participants. This evaluation discovered that many CM contractors in Washington state are well trained in Hawkins and Catalano's model, and are experienced in applying it. CM's in-state training may well choose to use the skills and services of people who are already well trained in the theory and implementation of the CTC Social Development Model, including CM contractors, CTED staff, and staff members of other state agencies.

Appendix A

The Administrative Regions of Community Mobilization in Washington State

This statewide evaluation looks at the programs and need assessments of all 37 county-level programs. CM divides the 39 counties of Washington state into four administrative regions. In the southwestern part of the state, Region One contains Clallam, Clark, Cowlitz, Grays Harbor, Jefferson, Kitsap, Lewis, Mason, Pacific, Pierce, Thurston, and Wahkiakum counties. Region Two has the northwestern counties of King, Island, San Juan, Skagit, Snohomish, and Whatcom. Region Three is the largest CM administrative region in the state in terms of area and number of counties. It includes the eastern counties of Adams, Asotin, Chelan-Douglas, Ferry, Garfield, Grant, Lincoln, Okanogan, Pend Oreille, Spokane, Stevens, and Whitman. The southern and central counties of Benton-Franklin, Columbia, Kittitas, Klickitat, Skamania, Walla Walla and Yakima comprise Region Four.

Methods

An important goal of CTED has been to conduct an evaluation of all county-level CM programs in Washington state. Because of limited evaluation resources, the Evaluation Subcommittee suggested that CM coordinators should, by necessity, be directly involved in collecting data for the qualitative part of the evaluation. Training sessions were held in each of the four CM administrative regions during the late summer of 2001. The CM evaluator trained coordinators and contractors in interviewing techniques, especially in-depth interviewing. This form of interview involves asking “open-ended questions, listening to and recording the answers, and then following up with additional relevant questions (Patton 1987:108).” Although this would seem to require no more than the ability to talk and listen, competent depth interviewing is an art and science, “requiring skill, sensitivity, concentration, interpersonal understanding, insight, mental acuity and discipline (Ibid.).” Fortunately, CM coordinators and contractors are endowed with these same skills and abilities. In addition to interviewing, during the training sessions coordinators were taught to make observations and to write field notes. Ideal field note-takers combine the discipline of a naturalist with the talents of a writer. During the training sessions, techniques of naturalistic observation and field note taking were presented, reviewed, and practiced. WSU interns were also trained in these same methods.

During the months of October 2001 through July 2002, CM coordinators, CM contractors, and WSU interns conducted interviews with at least six stakeholders of each CM program that was evaluated. Stakeholders included community leaders, individuals working for funding agencies, project staff, project participants, collaborating agencies and others with direct or indirect interests in CM program effectiveness. Interviews were taped and transcribed, and field notes were recorded for each interview and field observation.

In Appendix B below, summary analyses of each county-level program are presented. These summaries are derived from the county CM applications and the individual evaluation reports. The counties have been ordered according to randomly assigned numbers, and are not listed in alphabetical order.

Appendix B

County 1

The priority risk factors selected for County 1's CM programs were:

- Community laws and norms favorable toward drug use, firearms and crime
- Family management problems
- Early initiation of problem behavior
- Low school achievement ("Lack of commitment to school," and "Academic failure in elementary school")

The protective factors selected were:

- Healthy beliefs and clear standards
- Bonding
- Opportunities, skills and recognition

The CM county coordinator did several interviews as part of her evaluation of the drug-free program for youth in the county.

- a. Context and Implementation: The interviews and evaluation did not mention what programs were implemented or how the identified risk and protective factors were addressed in the programs. The risk factor mentioned in the needs assessment, "low school achievement," is not the same as Hawkins and Catalano's "Academic failure in elementary school" or "Lack of commitment to school." The 2000 – 2001 Annual Report discusses After School and Summer School programs sponsored by Community Mobilization. In that year, 520 children in grades one through six attended the after school programs and 750 children from the same grades attended the summer school programs.
- b. Outcomes: The qualitative evaluation materials provided by the county coordinator did not describe the school-based programs, but program surveys showed that 35 percent of the participants achieved an improvement of a grade point or more in at least one subject area. In addition, teachers, parents, and students reported that students in the program were more likely to have their homework completed. These outcomes counter the risk factor, "Academic failure in elementary school."

County 3

CM in County 3 partnered with representatives from the Division of Alcohol and Substance Abuse/Department of Social and Health Services, Office of the Superintendent of Public Instruction, Washington Traffic Safety Commission, and local Community Health and Safety Network agencies to conduct their Collaborative Needs Assessment. The multiple risk factors that were identified included:

- Family management problems

- Academic failure in elementary school
- Transitions and mobility
- Friends who engage in the problem behavior
- Laws and norms favorable to drug use, firearms, and crime

The county coordinator did not do a qualitative evaluation for CM this year. However, the county did do a pre-post survey of the Smart Moves Program.

- a. **Context and Implementation:** The Boys and Girls Club of County 3 received financial support for the “Smart Moves” substance abuse prevention program. The program is designed to increase awareness of the dangers of substance abuse, and increase positive social skills and community involvement among rural children aged 12 and under. This is achieved through weekly meetings within a six-week period, conducted in four cycles; each designed to serve 20 youth per cycle. If properly implemented, the program would address two risk factors: “friends who engage in the problem behavior,” and “laws and norms favorable to drug use, firearms, and crime.”
- b. **Outcomes:** A pre-post survey of 70 children in the program indicated that 80 percent of the participants increased their awareness of the dangers of substance abuse, gained self-efficacy skills, and increased school and community involvement. These results would correlate with the aim to address the “friends who engage in the problem behavior” and “laws and norms favorable to use” risk factors.

County 5

In their needs assessment, the County Alcohol and Other Drug Advisory Board, and the Prevention Committee decided on three risk factors:

- Favorable parental attitudes toward the problem behavior
- Availability of drugs
- Family management problems

County 5 did not perform an evaluation this year.

County 6

In January 2001, a countywide collaborative group of chemical prevention, intervention and treatment providers was assembled in County 6 to make a needs assessment. The assessment mentions three risk factors:

- Low neighborhood attachment and community disorganization
- Favorable attitudes towards drugs
- Availability of drugs

The CM evaluator at CTED evaluated County 6’s violence and substance abuse prevention campaign.

- a. Context and Implementation: The program is well-focused and implemented to appropriately address the priority risk factors identified in the county's Collaborative Needs Assessment. Citizen empowerment and involvement is facilitated by several activities:
- Conducting block safety assessments and surveys
 - Establishing new block groups
 - Phone trees and work plans
 - Facilitating follow-up block group meetings
 - Coordinating block group networking meetings
 - Coordinating recognition of block group accomplishments
 - Providing leadership training
 - Facilitating communication among block groups
 - Educating mobilized citizens to recognize and address illegal activity
 - Coordinating meetings with law enforcement
 - Making referrals to community resources
 - Conducting neighborhood improvement projects, such as clean-ups and graffiti cover-ups
- b. Outcomes: The CM Evaluator interviewed seven county/regional coordinators, citizen leaders, and youth in the county and examined CM programs for establishing new block groups, facilitating block group meetings, providing leadership training, educating citizens to recognize and respond to illegal activities, and related matters. The evaluator studied one neighborhood block group in the county in terms of organizational outcomes and effects on drive-by shootings. This county reported 350 drive-by shootings in 1989, and only one in 2000. The citizens of a neighborhood block group studied by the evaluator reported frequent drive-by shootings before the block group was formed, and none after it was organized. In the neighborhood, CM programs favorably affected all three of the risk factors identified in County 6's needs assessment.

County 7

County 7's Collaborative Needs Assessment prioritized three risk factors:

- Extreme economic deprivation
- Early initiation of the problem behavior
- Family management problems

The county did not do the qualitative evaluation this year.

County 8

The Board of Directors conducted a needs assessment for the county. Three primary risk factors were targeted:

- Favorable attitudes toward use

- Friends who use
- Early initiation of the problem behavior

One social development protective factor was emphasized:

- Skills, opportunity and recognition

County 8 did not participate in the statewide evaluation of its programs this year.

County 10

County 10's CM representatives participated in a combined assessment process from January – May 2001. As a result of this process, the county targeted five risk factors. CM in the county is focusing on three of the five risk factors:

- Low neighborhood attachment and community disorganization
- Early initiation of the problem behavior
- Family conflict

CM staff evaluated the Youth Center and an after-school program. Their evaluation showed the following:

- a. Context and Implementation: The Youth Center and after-school programs were directed primarily towards junior high school pupils, and secondarily towards high school students. The Youth Center and after-school program deal directly with the county's priority risk factors of "low neighborhood attachment and community disorganization," and "early initiation of the problem behavior." The center offers a safe, supervised place to go to after school, where students can recreate and learn skills.
- b. Outcomes: Six informants were interviewed in the county's self-evaluation, youth participants, parents, staff and administrators. The participants and parents favorably identified with the center and it is clear that the center helped to increase neighborhood attachment. Staff members worked with youth who had problem behaviors. Family conflict was lessened as parents reported that they could easily monitor their children's attendance at the center, and that it was a positive place to send children to play and learn after school. Children in the program reported bonding with other children and staff members, and the center offered formal and informal means of recognition. From the evidence presented in the evaluation materials, the after-school programs promoted three protective factors:
 - Opportunities, skills and recognition
 - Bonding
 - Healthy beliefs and clear standards

County 12

County 12's local Substance Abuse Council Board of directors prioritized five risk factors:

- Community laws and norms favorable toward drug use, firearms and crime
- Family management problems
- Lack of commitment to school
- Early initiation of the problem behavior
- Extreme economic deprivation

The board also chose three priority protective factors:

- Healthy beliefs and clear standards
- Individual characteristics
- Bonding

A WSU intern evaluated two programs in the county.

- a. Context and Implementation: The COLT program, a horse riding and animal care program, was geared toward children 11 to 18 years of age. The program was implemented to affect two of the county's priority risk factors:

- Community laws and norms favorable to drug use, firearms and crime
- Lack of commitment to school

The COLT program was also implemented to reinforce two of the county's priority protective factors:

- Healthy beliefs and clear standards
- Bonding

- b. Outcomes: An intern interviewed eight informants about the COLT program, including youth participants, parents, and program staff. Participants reported that the program's academic requirements for participation encouraged study, and they were highly motivated to take part in the program because it was enjoyable and rewarding. Student participants reported that the program's training about drug use and abuse favorably affected their attitudes and behavior. They reported bonding with one another and staff members in the program. It is clear from the evaluation that the COLT program is having a positive affect on the two priority risk factors and two protective factors mentioned above.

County 15

County 15's Core Board was made up of elected representatives from nine satellite community groups. The Collaborative Needs Assessment resulted in the following priority protective and risk factors:

Protective Factors

- School opportunities for positive involvement
- Community opportunities for positive involvement
- Social Skills

Risk Factors

- Favorable attitudes towards problem behavior
- Lack of commitment to school
- Laws and norms favorable to drug use (firearms, and crime)

OCD's CM evaluator evaluated a drama group of 15 high school youth focused on spreading life affirming, anti-substance abuse messages throughout the county and state.

- a. **Context and Implementation:** The drama group trains and rehearses at a local community center and performs at elementary, middle, and high schools throughout the region. Technically, the two protective factors targeted by CM in County 15 – “School opportunities for positive involvement” and “Community opportunities for positive involvement” – are similar to, but not the same as, the Hawkins and Catalano “Opportunities, skills and recognition” protective factor. The evaluator witnessed a training session and interviewed the program director, seven community activists, and 12 student participants of the group. He also participated in a CM sponsored community meeting and attended a CM awards banquet. For the drama group, the program is well implemented and targeted toward the risk and protective factors mentioned in the county's needs assessment.
- b. **Outcomes:** Evidence from the interviews and observations of the community meetings and award banquet provided clear evidence that the students performing in the program had experiences that lessened their risks for the targeted risk factors and strengthened the influence of the priority protective factors in their social development. In addition to the priority protective factors mentioned in the county's needs assessment, the protective factor of “healthy beliefs and clear standards” was strongly reinforced by program training. The evaluator also observed that bonding had occurred between the director and students in the program. It is less clear how the performances of the drama group affected their youthful audiences, as neither the resources nor time were available to study this later question.

County 17

County 17's Drug Prevention Executive Board identified three risk factors in the needs assessment:

- Community laws and norms favorable to crime and drugs
- Favorable parental attitudes and involvement in crime and drugs
- Early initiation of the problem behavior

County 17's first prioritized risk factor differs from Hawkins and Catalano's "laws and norms favorable to drug use, firearms and crime" by not mentioning firearms. The second risk factor mentioned by the board of County 17 indicates that the problem behaviors of parents are crime and drugs.

An intern served as evaluator of CM programs in the county, but his evaluation did not follow assigned research protocol and is of limited value. It cannot be used to determine program outcomes.

- a. Context and Implementation: The school-based substance abuse prevention programs in the county are targeted to the risk factors "community laws and norms favorable to crime and drugs" and "favorable parental attitudes and involvement in crime and drugs."

County 19

County 19's application did not use the social development risk and protective factors model for their needs assessment. They did, however, indicate what cohort their programs were directed towards:

- Youth ages nine to fifteen with multiple risks for substance abuse
- Parents of these same youth

Their needs assessment mentioned the following social problems:

- High rates of academic failure
- Low school achievement ("Lack of commitment to school," and "Academic failure in elementary school")
- High rates of alcohol and tobacco use by youth
- Dramatic increases in binge drinking between 6th grade and 8th grade
- Youth in the county having a high assault rate

A WSU intern studied a CM sponsored Latino Mentoring program, which is part of the Children's Transition Initiative (CTI). CTI allows state agencies to work with county governments to identify and plan intensive prevention services for children, ages nine to 16, with multiple risks for substance abuse. The goal of CTI is to prevent "at-risk" children from using alcohol, tobacco, marijuana, and other drugs. Local CM administrators in County 19 have targeted Latino youth between the ages of nine and 16. This is partly the result of Washington state survey findings that revealed a sharp rise in youth alcohol, tobacco, and marijuana use during children's "transition" years between grade school and middle school, and again between middle school and high school. The Latino Mentoring program is County 19's local adaptation of the CTI model for a Spanish-speaking population.

- a. Context and Implementation: County 19 CM administrators are aware of the need for more Spanish-speaking staff to properly administer and implement their Latino Mentoring program. Currently, they are writing a grant that would pay for additional Spanish-speaking staff. Program staff members are also aware of the need to recruit additional, successful

Latina/Latino mentors who are willing to serve as mentors to youth in the program. Although the Latino Mentoring program is well planned and implemented, the program is not using the risk and protective factors social development model.

- b. Outcomes: The program's biggest success is its high youth retention rates. Some youth and mentors have remained in the program for two years – well past the 12-month program requirement. All of the mentors interviewed talked about the “opportunity to give back” to the community. Mentors and program staff expressed their amazement at how “the kids you don’t think are going to show up, actually show up.” “The kids that stayed are the ones I never expected to stay.” All stakeholders discussed the importance of having professional, college-educated, Hispanic role models for Latino youth. One mentor stated that the kids can get the idea that “these people [mentors] are from here, they went through the same school system, had the same teachers, and hey, yeah, I can do it too.” He describes mentors as having “done some of the similar things that these kids have done, you know, in the sense of getting into trouble and all that. But we try to give them [youth] that view of, yeah, you can do it, you can go on to higher education like we’ve done it.”

One mother described how the mentoring program benefited her daughter: “Ever since she came here, everything changed. She had an attitude problem – she changed that. She missed school a lot; she would just skip school. After she joined here, she hardly has any problems. I was amazed when she came back here and she’s been sticking with it. If she has any concerns, she calls her mentor.” The mother also described calling the mentor herself for help with issues or concerns regarding her daughter.

One youth said: “This program helps you to stay on the right path. After high school I was going to quit school. I didn’t even want to go to high school. But when we [the mentoring program group] went to [tour] the college, it showed me that there’s lots of things to do over there. The mentors tell you, “You know, you should go to college because look at it: This person’s [who went to college] earning this much, and this person’s [who did not go to college] earning this much. Go to college first. Get your education. Then do what you want to do.”

“I used to get in trouble in school a lot. Then my mom met the mentor and so my mom goes, “Okay. Then we’re going to give it a chance.” And then my mom gave it a chance and then she liked seeing the improvement, so she let me keep on going.” The youth routinely recommend the mentoring program to their friends because, as one youth explained, “My mentor is bright. She sits there and talks with you, “This is how you should be,” you know. She helps you. If you need help, the mentor will help you.”

Mentors noted the improvements they had witnessed in the youth they are working with: “His grades have improved. He’s more active in school. He’s very concerned about his homework now, more than he was in the beginning. He actually brought his homework to the activity. He was doing his homework while he was having his dinner. So I’ve seen a stronger interest in school. He said, ‘I want to get my homework done.’ He’s actually missed a couple of activities, too, where he said he had to get his homework done.”

All the stakeholders who were interviewed agreed that expanding the mentoring program to youth of all cultures would be beneficial and would not detract from the Latino mentoring program.

As far as suggestions for improvements to the programs, the most consistent request by program stakeholders was for increased funding to take youth on more trips around the state to see cultural or educational events. It was also suggested that the mentoring program approach more of the Latino-owned businesses in town to support program activities. With one exception, none of the mentors utilized other community services for their youth. This may be a function of interacting with “at-risk” rather than “high-risk” nature of the youth group, or it may be an area that needs more attention in mentor training meetings.

For the first group of youth who are “aging out” of the program, the mentors expressed a commitment to keep in touch with them – to remain a presence in their lives. As far as community resources for youth, there is a *Boys and Girls Club* in town that the program utilizes in co-sponsoring some events. However, the youth in the Latino mentoring program do not utilize the *Boys and Girls Club*. Some expressed an unspecified dislike of *Boys and Girls Clubs*; others had transportation issues that prohibited their participation. The prevention specialist noted that the community is experiencing an expansion of school-based activities for youths.

It is worth noting that over the course of 11 interviews, only the program administrator discussed substance abuse/prevention. None of the mentors, youth or remaining staff mentioned the topic. There is a brief paragraph discussing substance abuse in the Mentor Manual, under a section entitled “Adolescent Issues and Needs.” It states in part: “Encouraging young people to discuss and ask questions about substance abuse is an important step towards engaging their trust and allowing them to educate themselves regarding its dangers. Your role as a mentor is to make literature and other resources available to them [youth] and help them to use those resources. In addition, explaining to them why you have chosen not to abuse these substances – if they ask – gives them a role model for a non-substance abuser, without preaching.”

Substance abuse prevention is not part of the monthly activity curriculum. The program administrator noted that thus far “we’ve focused on showing and demonstrating to the children that it is possible to have fun in a drug-free environment.” She added: “The other thing that we’re working to instill is that if you think you want to try or you are trying drugs and alcohol, that you would want to reach out towards your adult positive role model, and it could very well be the mentor. That’s why we’re trying to encourage these youth that it’s okay to talk to an adult about questions or other items that you have about substance abuse. It’s okay, and it’s a good thing to talk to an adult about it. And therefore we can start educating them that it’s a dead end. It’s a ‘no-place-to-go’ kind of road.”

When substance abuse is addressed, it is addressed at the individual level and relies heavily on the degree of trust and strength of the relationship between the mentor and the youth. The mentoring curriculum strongly encourages and tries to provide opportunities for youth to become comfortable talking to adults about issues of concern. The prevention specialist

explained that in the few instances where a youth was struggling with substance abuse issues, the mentor called her and together they decided whether to refer the youth to services or whether to provide substance abuse prevention information to the youth. A substance abuse prevention program may want to examine more proactive measures in substance abuse prevention, including building some program activity around this topic.

In addition, the middle school counselors expressed an interest in having more ongoing communication with the mentors to see how the youth they referred to the program are doing. They suggested that perhaps the mentors could come by the middle school to check on the students' academic progress, or have lunch with their youth. They cited instances where this has positively impacted the youths' behavioral and academic progress.

Along these lines, program staff hope to secure funding for computers to facilitate tutoring opportunities between mentors and youth. The program administrator explained: "We'd be tutoring with math, spelling, and science, and using the computer for life skills and all those best practices that we really believe help the children."

The Latino Youth Mentoring Program is currently working to expand. Through more funding and additional mentors, the program will be able to reach more youth. Many stakeholders feel they have tapped most of the available resource pool. Historically, however, program staff have not approached the business community or informed them about the mentoring program. The prevention specialist feels that by expanding the publicity and awareness of the program, they may be able to recruit more mentors.

County 20

County 20's CM Policy Board is the county CM Program Council. In its Collaborated Needs Assessment, the policy board determined that six priority risk factors should be addressed within the county:

- Early initiation of problem behavior
- Community laws and norms favorable to drug use
- Family conflict
- Family management problems
- Lack of commitment to school
- Low neighborhood attachment

The local CM coordinator directed the evaluation of a school mentor program at a local school district.

- a. Context and Implementation: During the 1995 – 1996 school year, the high school football coach, wanting to promote the football program, decided to match students in third, fourth, and fifth grades with athletes who wanted the experience of being a role model. He envisioned a small program of 11 or 12 participants; however, the program size exceeded expectations and began with 35 elementary students and 35 high school mentors. By the end of the first year, it became clear that the potential for the program was even greater. In the

second year of the program, students from backgrounds other than athletics were invited to become mentors. The program is implemented to target four risk factors prioritized in the county's need assessment:

- Early initiation of problem behavior
 - Community laws and norms favorable to drug use
 - Lack of commitment to school
 - Low neighborhood attachment (and community disorganization)
- b. Processes and Outcomes: The program successfully addresses the four prioritized risk factors. In addition, the protective factors of “bonding,” and “healthy beliefs and clear standards” are also promoted.

Participant-Focused Processes and Outcomes

Students

This is the group which has been most impacted by the Buddies Program. Most of the people interviewed mentioned the positive effects for the Little Buddies. The most frequently stated effect was the excitement of the students on the day they would be meeting with their Big Buddies. A parent of a Little Buddy said she likes the program because of the opportunities her son has to have someone to look up to as a role model, to have a friend at another school, and to have a friendship with an older boy (especially since he has an older sister). All of the teachers who were interviewed noted the esteem building in their students and the students' increased enjoyment about school. In an academic sense, a third grade teacher said: “I have been able to [make the association] with the kids that the things we do in third grade are things they do at high school. They do math; we do math. They write; we write. I point out that because they are third graders they only think of third grade this year. I try to make them think to the future. It has been helpful to show that high school kids do that ... they hear ... the good things that high school kids tell them about the future ... they really like the role model.”

High school students benefit from accepting the responsibility of caring about a young student and from acting as a role model. A Big Buddy believes “your inner, most positive outlook just clicks along for your day when you go down and have lunch with them and are out playing tetherball and running around with them; it just kind of makes you forget about the stress of homework ... it has helped me out ... it makes me feel better when you get to go down there and you know it might brighten somebody's day.” From a teacher's perspective: “I see them being proud to work with somebody younger, being excited; and I think it holds them accountable for their actions. I see them behaving much better when they are around their little buddies than some of the times I see them otherwise.” In light of the original intent of increasing interest in the football program, a Big Buddy said: “The Big Buddies are a good influence for the Little Buddies. It makes them want to play sports when they get older ... to set a good example for little kids and to make them want to play football when they get older.” He was a Little Buddy when he was in fifth grade and thought “it was pretty cool to hang out with the Big Buddy, [who was] a good role model, and to learn all the stuff about sports.” The program director reported that one way he believes the program is

effective for the Big Buddies is he sees a change in their behavior, around their friends as well as with their Little Buddies, which reflects more maturity and taking on additional responsibility.

Parents

All of the parents interviewed for this evaluation were supportive of the program. Originally, some parents hesitated to allow their children to participate in the program because they could not pay the \$8 for a program T-shirt. They gave their permission when the cost of the T-shirt was waived. (The CM grant to the program has paid for them.) The impression of teachers and staff is that parents like having their children participate and encourage them to continue through fifth grade. Parents are invited to participate in all of the large social events. When asked if she would recommend the program to other parents, a mother said “Absolutely! ... It is fun for me as a parent to be involved. To find out who their buddy is going to be and to go to the games and see what the kids do. And the parties that they have ... I participate in all of those! ... Parents can be as involved as they want. They just need to do it.”

Teachers/Staff

The teachers and staff members are the champions and cheerleaders for the program. Their enthusiasm is contagious! The elementary staff members like the enthusiasm their students have on the days the Big Buddies are coming. The positive attitude appears to carry over into schoolwork, especially for the students who are struggling. The esteem building aspect is evident and is important to the teachers. At the high school level, the teacher has been pleased to see an increased sense of responsibility taken on by the Big Buddies, particularly when these students successfully influence their friends who are not part of the program.

The elementary teachers encourage all of their students to participate; however, they respect a student’s choice not to participate. The teachers know that the program is not for everyone. Some of the teachers added that there is no evidence of feelings of being left out by those students not participating, nor is there evidence that the students who are participants act in a superior manner.

All of the teachers complimented the program director and school secretary for running the program well and for being responsive to teachers’ concerns and suggestions.

Program Context and Implementation

The mentor program is a school-based program. This allows the student-to-student contact to be done in a safe, well supervised, familiar environment. Having teachers and staff who know all of the participants is a big factor in this being a safe, enjoyable, and at times academically related program.

One important factor in the success of the program is that it is offered in a small, rural school district. A big benefit is that most of the students are known by most of the teachers. In fact, many of the Big Buddies were once students of the teachers who are teaching their Little Buddies. Because the school district is primarily rural, many of the younger students have social interaction with older students as role models only at school. Also, due to the mobility of many of the families who are with the (military) service, it is valuable for the elementary

students of those families to have a responsible, older role model as part of their support system.

Student and Community Involvement

The mentor program offered positive opportunities within the school community. During the 2001 – 2002 school year, 318 students participated.

Little Buddies: 194 students

3rd Grade: 58 students – 34 girls and 24 boys

4th Grade: 91 students – 49 girls and 42 boys

5th Grade: 42 students – 27 girls and 15 boys

(3 students who were Little Buddies at the beginning of the year moved.)

Big Buddies: 127 students

9th Grade: 38 students – 28 girls and 10 boys

10th Grade: 39 students – 25 girls and 14 boys

11th Grade: 31 students – 17 girls and 14 boys

12th Grade: 19 students – 14 girls and 5 boys

The many ways that students benefit from being mentors and little buddies have been described above. In addition to these benefits, the larger community has also benefited. As a result of having their elementary age students participating, many of the parents become more connected to the school. The school is becoming a safe and fun place for many young families who have not felt connected to a school before. It is also becoming a place where young families from other cultures feel they can safely get support in adjusting to their new place of living. This new sense of attachment to schools is beneficial to the school district in that families are more supportive of what the schools do, and they are encouraging their children to do well academically.

For the older students, there is the recognition that contributing to their schools is important. The high school students are acting more responsibly as a result of having the opportunity to be role models. As they participate in the mentor program, they have become aware of the importance of setting a good example not only for the younger students but also for their peers. Many have shown a growing sense of commitment in their activities at the high school. The successful experience of being Big Buddies has shown adults that high school students can be positive influences in the lives of younger children. In a larger context, they can be a positive resource and are more likely to contribute to the larger community by being responsible, and becoming good employees.

Summary

The mentor program benefits a large number of students at two of the schools in the school district. It is well managed and maximizes the resources it receives to support the program. The number of participants has continually increased both at the elementary school and high school.

One weakness in the evaluation of this program is that no data has been collected to determine whether the program has made a difference in the areas of academic improvement, school attendance and student discipline. The CM program manager and the CM evaluator have discussed the possibility of conducting such a study.

One long-term outcome appears to be enthusiasm for the program. This is documented in the fact that several of this year's Big Buddies started in the program as Little Buddies. Their main reason for continuing in the program is their wanting to give back what they received from their Big Buddy. A sidelight to the high school students' participation in the program is the fact that they receive credit for community service, which is not required for graduation but is desirable for college applications.

The lack of a good evaluation protocol has contributed to the lack of establishing long-term goals. The CM grant manager prepared a tool for the program manager to review. At the end of this school year, a decision will be made about what to put into place for the next year so the measurement of long-term outcomes can be done.

Recommendations

- Continue the program
- Keep the current program director – his enthusiasm, organizational skills, and commitment are key to the success of the program.
- Find support for the program director so he can support the program to the degree he would like in order for the program to meet its potential.
- Document the recruiting process for Little Buddies and Big Buddies.
- Develop evaluation tools that can measure and document short- and long-term outcomes.
- In selecting students to be Little Buddies, include a way to let teachers and staff members recommend students who would benefit from having a Big Buddy, but might not apply to be in the program.
- Consider developing a selection process for either or both the Little Buddies and Big Buddies so there is always a one-to-one match.
- Commit designated funding to the Buddy Program as part of the school district's budget.
- Work towards expanding the program so there are more opportunities for the buddies to meet.
- Include in the structure of the buddy time an opportunity to talk about school work.
- Develop a consistent framework so Little Buddies will be notified if the Big Buddy will not be at school on a Buddy Day.

County 21

The Core Board of County 21 conducted a needs assessment. The board identified four risk factors:

- Favorable attitudes toward the problem behavior
- Early initiation of the problem behavior
- Early and persistent antisocial behavior
- Favorable parental attitudes and involvement in the problem behavior

The board also identified two protective factors:

- Healthy beliefs and clear standards
- Skills, bonding and recognition.

An external evaluator was not available for this project and the county did not perform an evaluation for this study. The comments below are based on the county's application and last year's evaluation results:

- a. Context and implementation: Law enforcement officers and the school survey indicated that an increasing number of youth were expressing anger and vandalism. In their needs assessment, the board used the correct terminology for the risk and protective factors they identified, with the exception of the protective factor "Skills, bonding and recognition" which combines two of Hawkins and Catalano's protective factors "Bonding" and "Opportunities, skill, and recognition." The After-School Excellence Program addressed the risk factor "Early and persistent antisocial behavior."
- b. Outcomes: Interviews with teachers last year suggested that students attending the program became less disruptive in the classroom, indicating they were successful in countering the targeted risk factor. In addition, participants increased scores in spelling, social skills, and homework completion rates.

County 24

The CM Leadership Team conducted County 24's Collaborative Substance Abuse and Violence Prevention Needs Assessment. The team selected three priority risk factors for the county:

- Social laws and norms favorable to use and crime (Laws and norms favorable to drug use, firearms, and crime)
- Family management problems
- Alienation and rebelliousness (and lack of bonding to society)

The evaluation of the CM funded "Family Night Out" program was done by a local CM coordinator and a CM subcontractor.

- a. Context and Implementation: CM in the county provided one to three “Family Night Out” programs in selected school-based contexts throughout the county. The stated purpose of the programs has been to strengthen the family unit, provide socializing and fun activities, and reinforce family skills. The program’s focus was on prevention, sharing information, modeling behavior, and demonstrating coping skills. The program attempted to strengthen the bond of the families to the school presenting the program. Many programs presented at schools during the “Family Night Out” had substance abuse prevention themes. Hawkins, Catalano and associates assert that social research has led to the acquisition of important knowledge about the impact of school-based drug education programs:
- “By itself, information about the dangers of drugs and alcohol – whether this information is provided through school assemblies or drug education and health courses – has little or no effect on use.
 - “Short-term approaches, one-shot presentations on alcohol and drugs, are ineffective. Students need to be provided with consistent, extended drug education programs (Ibid.:7).”

From the perspective of the risk and protective model of Hawkins and Catalano, the “Family Night Out” program alone is not an appropriate intervention for the risk factors targeted by the county.

- b. Outcomes: Local program coordinators, a teacher, and a member of a criminal justice agency were interviewed for the local evaluation of the “Family Night Out” program. Universally, the informants ranked the program highly. It seemed clear that the “Family Night Out” program was a means by which leaders in the community were mobilized against substance abuse and violence. In addition, CM in the county sponsored parenting classes. It was not clear that the “Family Night Out” program was used to mobilize participation in parenting classes. If the “Family Night Out” program was used to build participation in parenting programs, it would seem to be an effective strategy in promoting effective family management and in countering the county’s targeted risk factor.

County 28

The needs assessment of County 28 mentioned two risk factors and two protective factors:

- Favorable attitudes toward drug use
- Favorable attitudes toward antisocial behavior
- Social Skills
- Healthy Beliefs and Clear Standards

An intern did the evaluation for County 28, but did not follow research protocol and the report cannot be used for statistical analysis. The most usable part of the report is the brief section about programs sponsored through the WSU Extension Office summer programs.

- a. Context and Implementation: WSU Extension sponsored programs are alcohol and drug free. The inline skating program meets every Monday at the Community Youth Center and

is for youth 5 to 11 years of age. The CM Annual Report mentioned that the WSU Extension Program provided alcohol/drug-free activities to all nine communities in County 28 and served 1,000 county participants.

County 32

In County 32, the five prioritized risk factors determined by the needs assessment were:

- Early initiation of problem behavior
- Laws and norms favorable to drug use, firearms, and crime
- Low commitment to school (Lack of commitment to school)
- Family history of problem behavior
- Low neighborhood attachment (& community disorganization)

The program evaluated by the WSU intern in County 32 was the 5th Grade Friendship Challenge. The evaluation revealed the following:

- a. Context and Implementation: The five-week course aimed to teach social skills, especially cooperation, teamwork and communication between classmates to express feelings and avoid put-downs, to appreciate diversity, and to develop conflict resolution skills. All of these skills correspond with Hawkins and Catalano's social skills protective factor.
- b. Outcomes: The intern interviewed participants and staff members, and observed program sessions. Based on her interviews with participants and staff members, the intern documented the progress of students in learning social skills during each week of the five weeks of the program. She observed bonding between the participants in the course, another protective factor in the risk and protective factor model. Bonding between classmates in the program and with the program staff members counters the "Lack of commitment to school" risk factor that was prioritized in the needs assessment.

County 36

County 36's CM Core Board identified six risk factors in their needs assessment:

- Family management problems
- Favorable parental attitudes and involvement in the problem behavior
- Low neighborhood attachment and community disorganization
- Early and persistent antisocial behavior
- Lack of commitment to school
- Alienation and rebelliousness (and lack of bonding to society)

The local data on youth alcohol, tobacco, and other drug (ATOD) abuse and violence determined that of the 15 risk factors measured, the county was worse than the state average in all but two risk factors.

An evaluation was not completed for County 36. However, the program coordinator did write a brief history of CM in the state, and made an interesting analysis of the current political and social challenges facing the program.

County 37

County 37's needs assessment addressed three risk factors:

- Extreme economic and social deprivation (Extreme economic deprivation)
- Low school achievement ("Academic failure in elementary school," and "Lack of commitment to school")
- Early initiation of problem behavior

The county's CM administration evaluated one CM sponsored program, the 20/20 Program (having elementary school pupils read at least 20 minutes a day for 20 days in a row).

- a. Context and Implementation: Except for "Early initiation of problem behavior," the needs assessment did not use the same terms for their priority risk factors as Hawkins and Catalano. The closest corresponding risk factors in the social development model are "Extreme economic deprivation," "Academic failure in elementary school," and "Lack of commitment to school." The program was well implemented and directed toward the targeted population in terms of the later two risk factors.
- b. Outcomes: The local CM contractor interviewed program staff members, teachers, student participants, and parents. Using interviews with these informants, and by providing written descriptions of class sessions, she documented that the program successfully promoted reading and positively affected three risk factors – "Early initiation of problem behavior," "Academic failure in elementary school," and "Lack of commitment to school."

County 39

The needs assessment in County 39 found two risk factors that needed to be addressed by CM programs in the county:

- Early initiation of the problem behavior
- Availability of drugs

They listed one protective factor:

- Rewards for positive behavior

"Rewards for positive behavior" is not listed as a protective factor by Hawkins and Catalano, but it does overlap with their category "Opportunities, skills and recognition" if one can interpret their meaning to be that recognition is a reward.

The county's needs assessment mentioned both the DARE program and Project Alert. The protective factor addressed by Project Alert, the program studied by the WSU intern assigned to the county, is:

- Early initiation of the problem behavior

The evaluation of the Project Alert program revealed that:

- a. Context and Implementation: The Project Alert program addressed the protective factor of “Early initiation of the problem behavior.”
- b. Outcomes: The intern observed Project Alert program sessions and interviewed student participants, parents, teachers, school administrators, and program staff members. Using her interview material and observations, she documented that the Project Alert program implemented by the county effectively counters the targeted risk factor of “Early initiation of the problem behavior.”

County 45

County 45’s Core Advisory Board endorsed the county’s needs assessment process that identified five risk factors to be targeted by CM programs:

- Low community attachment (and community disorganization)
- Family history of problem behaviors
- Family conflict
- Favorable attitudes
- Friends who use

A WSU intern evaluated “Youthbuild,” a CM Program in County 45.

- a. Context and Implementation: Three of the core advisory board’s priority risk factors were shortened in the application – “Low community attachment” for “Low community attachment and community disorganization,” “Favorable attitudes” for “Favorable attitudes toward the problem behavior,” and “Friends who use” for “Friends who engage in the problem behavior.” The Youthbuild program is a multi-faceted crime and drug prevention program. The program consists of worksite and classroom construction training, GED preparation, alcohol/drug education classes, leadership classes, individualized scholastic development, and some personal counseling, or as one staff member called it, “guidance”. The program clearly is directed toward at least one of the risk factors identified in the needs assessment: “Favorable attitudes toward the problem behavior.” The program has been active in County 45 for approximately eight years. Initially, the program served about 20 young people and now serves upwards of 30 “at-risk youth.” In this instance, “at-risk youth” refers to young people who have learning disabilities, emotional problems, or engage in habitual criminal behavior. These young people, due to their family or environmental situations, are the most likely to slip through the proverbial cracks. An ideal candidate for this program is a young person who has multiple disadvantages. The youth referred may

have been born into poverty and violence, been diagnosed with learning disabilities, and may lack social support. The typical young person remains in the program from one year up to sixteen months. The consensus among the staff is that they have achieved greater success with the younger students who are not “set in their ways.” Construction work is an essential component of Youthbuild training, as is finding construction projects to keep participants busy. Effective networking between Youthbuild and other non-profit organizations in County 45 is crucial to providing regular building projects for Youthbuild participants, and the Program Manager is mainly responsible for this duty. Students, or program participants, have the opportunity to earn a wage for their work, participation and regular attendance. The manner in which they are paid varies. For example, Youthbuild initially pays its students minimum wage for work on a job site. When the students demonstrate proficiency in a number of tasks, and have an attendance rate of at least 80 percent, they are eligible for a \$.50/hour raise. In the Youthbuild campus setting, they may earn non-monetary bonuses for attendance, grades, and progress. Upon mastery of basic skills, students may also be hired by one of the trades or carpenter’s union.

- b. Outcomes: The intern interviewed program participants, staff members, teachers, and a therapeutic counselor in the program. She also observed program sessions. Using the interviews and observations, she documented that the Youthbuild program has had success with at least one targeted risk factor: “Favorable attitudes toward the problem behavior.” The intern also documented an additional positive feature of the program. It reinforces four protective factors that were not the identified priorities of the Needs Assessment.

- Bonding
- Healthy beliefs and clear standards
- Opportunities, skills, and recognition
- Social skills

County 48

County 48’s Core Advisory Board chose to address three priority risk factors:

- Low School Achievement (“Lack of commitment to school,” and/or “Academic failure in elementary school”)
- Alienation/Rebelliousness (and lack of bonding to society)
- Family Conflict

The board determined that three protective factors correspond to the three risk factors they chose:

- Bonding
- Opportunities, skills (and recognition)
- Setting healthy beliefs and clear standards

A WSU intern evaluated a social club that was established by CM to address prevalent priority risk factors in the county.

- a. Context and Implementation: The county in general, and the area studied in particular, offer few existing social outlets for youth. In order to go to a movie theatre, bowling alley, mall, or even a large grocery store one must travel outside the area. Few non-city or county sponsored opportunities for fun and recreation are available in the area. There are almost no public places where youth can meet or congregate. According to the WSU intern evaluator: "...this dearth of social outlets for youth becomes especially evident during the many months each year of high precipitation when residents cannot be outdoors much, if at all. The social club offers a weekly opportunity for county youth to learn and enjoy swing dance in a safe, drug-, alcohol- and tobacco-free environment where a healthy and pro-social alternative exists." The social club program is well implemented and directed toward countering the 'alienation, rebelliousness, and lack of bonding to society' risk factor, and towards the 'bonding,' 'opportunities, skills, and recognition,' and 'healthy beliefs and clear standards' protective factors."
- b. Outcomes: It is evident from the evaluator's analysis and his interviews of participants, parents and providers that the social club program is effective both in promoting the protective factors mentioned above and in opposing the "alienation, rebellious, lack of bonding to society" risk factor. Outside of the protective factors targeted by the county's priority risk and protective factors, the social club also augments the "social skills" protective factor.

County 53

The county Substance Abuse Coalition Needs Assessment prioritized five risk factors:

- Community laws and norms favorable to drug use
- Favorable attitudes toward the problem behavior
- Family management problems
- Early initiation of problem behavior
- Early and persistent antisocial behavior

For their evaluation, the county coordinators organized a round-table discussion of community problems with three people active in substance abuse and prevention within the county.

- a. Context and Implementation: The discussion was wide-ranging and the evaluation was not well-focused, but it did indicate that one program was directed toward dealing with one of the county's priority risk factors: "family management problems."
- b. Process: From the discussions presented in the evaluation, it appeared that the program dealing with family management problems has become less successful over the years, with decreasing participation and attendance. However, the local CM representatives have recognized the shortcomings in the program and they have been working toward reorganizing the program and resolving the problem.

County 54

The local CM policy board and administrative structure, which includes the Chemical Dependency Committee of County 54's Human Services Advisory Board, conducted the needs assessment. The assessment determined the areas of prioritized need, and targeted five risk and protective factors:

- Family management problems (as demonstrated by incidents of child abuse and neglect)
- Lack of sufficient opportunities, skills and recognition, B) that leads to bonding to pro-social groups and community
- Low neighborhood attachment and community disorganization
- Availability of drugs (methamphetamines and lack of sufficient awareness to address the issue)

The county did not do an evaluation for this year.

County 55

The countywide Risk and Protective Factor Assessment was conducted in February 2001, and county results from the 2000 Washington State Survey of Adolescent Health Behaviors formed the basis of the county's priorities:

- Community laws and norms favorable to drug use (countywide)
- Early initiation of problem behavior (a specific community)
- Academic failure (a specific community)

Interviews with participants of local CM funded youth programs formed the basis of the evaluation done by the CM contractor.

- a. Context and Implementation: The programs studied take place in a local community center and are implemented to counter the risk and protective factors mentioned above.
- b. The local CM contractor observed and described program services and used interviews with program participants to document that CM youth programs have had the desired effect in countering the three risk factors that were targeted.

County 59

The Risk and Protective Factors Needs Assessment team, drawn for the CM task force and other community groups in County 59, identified three priority risk factors in the community:

- Early initiation of problem behavior
- Availability of drugs
- Family management problems

An evaluation was not done for this county.

County 62

The CM Policy Board of County 62 noted that the Washington State Survey of Adolescent Health Behaviors revealed that one out of three students in the county reported coming to school stoned or high. The county's needs assessment pointed to three priority risk factors:

- Availability of drugs
- Extreme economic and social deprivation (Extreme economic deprivation)
- Family history of substance abuse

An evaluation was not completed for this county.

County 65

As part of this county's needs assessment, an invitation was sent out to government officials and important community members to participate in the Youth Risk Assessment on two occasions. Approximately 70 people accepted the invitation. Based on the community's ranking of the risk factors, the core board selected two priority risk factors:

- Early initiation of drug use
- Favorable attitudes toward drug use

The CM county coordinator hired a contractor to interview participants and service providers of a CM sponsored after-school program for 30 school-aged children.

- a. Context and Implementation: The context evaluation mentioned that over 25 percent of the children in the county live in poverty, higher than the state child poverty rate. The county needs assessment mentioned "Early initiation of drug use" and "Favorable attitudes toward drug use" as the targeted risks. However, the programs are not overtly anti-drug programs, and children and parents using the services of the after-school program are not taught about drug abuse prevention.
- b. Outcomes: A private consultant conducted interviews with program participants, parents, providers and staff to evaluate the after-school program. His evaluation showed that the program supported the development of three protective factors:
 - Bonding
 - Social skills
 - Opportunities, skills, and recognition

County 67

Local consultants in County 67 were responsible for the coordination of the Risk and Protective Factor Assessment in the county. Five risk factors were targeted by the assessment:

- Early initiation of the problem behavior

- Friends who engage in the problem behavior
- Favorable parental attitudes and involvement in the problem behavior
- Extreme economic deprivation
- Low neighborhood attachment and community disorganization

A WSU student intern evaluated the local CM day program for children who have been suspended from school.

- a. Context and implementation: County 67's special day program addressed the risk factors of "Early initiation of the problem behavior" and "Friends who engage in the problem behavior." The evaluation report does not have enough information to determine if the program addresses the risk factor of "Low neighborhood attachment and community disorganization."
- b. Outcomes: Two WSU interns interviewed program administrators and student participants. They also observed classes in session. Through observations and interviews with participants, they documented student "Bonding to the program," an important protective factor. They recorded that "Opportunities, skills, and recognition" are structured throughout the program, a second protective factor. Their interviews and observations also documented that program participants gained social skills, a third protective factor.

County 70

The Collaborative Needs Assessment identified two risk factors to be addressed by CM in County 70:

- Family conflict
- Low neighborhood attachment (the application did not mention the "Community Disorganization" part of the risk factor).

An intern studied the Resource Center in County 70. The center is the meeting place of the Family Council.

- a. Context and Implementation: The center was designed to address family conflict and lack of community attachment. Programs were directed towards resolving problems in these areas, both directly through counseling, and indirectly through providing programs to teens engaged in productive activities. The Resource Center provided counseling and recreation services for a town generally lacking in places for youth and family to recreate.
- b. Outcomes: The WSU intern interviewed family members, youths and parents, and staff program members. He observed Family Council meetings in session. The evaluation, which is documented with interviews and observations, notes that the Resource Center is a valuable community resource with programs and play space for youth and parents. The evaluation clearly indicated that the Center helped to lessen family conflict and promoted greater neighborhood attachment and community organization, the two risk factors targeted by the needs assessment.

County 73

Based on the needs assessment, the CM Board of County 73 targeted four risk factors:

- Low neighborhood attachment and community disorganization
- Family management problems
- Alienation and rebelliousness (and lack of bonding to society)
- Attitudes favorable to the problem behavior

The board also addressed three protective factors:

- Bonding
- Opportunities, skills, and recognition
- Healthy beliefs and clear standards

County 73 did not do an evaluation, and a WSU intern was not available to do one.

County 82

As a result of the county's Collaborative Needs Assessment, four risk and protective factor goals were established:

- Decrease favorable attitudes towards use of drugs
- Increase commitment to school
- Have opportunities, skills and recognition to interact in positive way with peers
- Bond with the community and experience success

A local CM staff member evaluated the youth training course.

- a. Context and Implementation: Four of the risk and protective factors listed in the county's Collaborative Needs Assessment are not precisely the same as Hawkins and Catalano. The county's re-writing of the risk and protective factors indicate a positive process. Hawkins and Catalano's "Favorable attitudes toward the problem behavior" becomes "Decrease favorable attitudes towards use of drugs." "Increase commitment to school" takes a positive approach to "Lack of commitment to school." "Have opportunities, skill and recognition to interact in positive ways with peers" spells out the results of the "Opportunities, skills, and recognition" protective factor. "Bond with the community and experience success" specifies the target of "bonding" and also the goal – namely, to have youth experience success. The program evaluated attempts to make the transition from middle school to high school easier for students going through that change. The program aims to provide an atmosphere in which developing aspects of social and individual awareness, cooperative problem solving, and self-esteem improvement can occur in an outdoor learning environment. Focus is placed on decreasing the risk factors and increasing the protective factors by implementing youth training based on the Cispus Challenge Course and the Center for Adolescent Development. The program "Youth Resiliency Training" provided an experience for 12 high school

freshmen from a class of 26 students at the beginning of the 2001 – 2002 academic year. Parents, teaching staff, and two peer helpers served as chaperones and attended three hours of facilitator training. The youth in the program received a half-day orientation and were given a preview of the entire four-day training that took place in a local national forest. During the orientation, students were assigned projects and met in small groups to discuss their expectations. Each member received a “Connections” notebook constructed by the Center for Adolescent Development, a substance abuse prevention program based on youth empowerment. A trainer worked with the staff, provided the structure for the workshops, and introduced information from the “Connections” workbook.

- b. Outcomes: In addition to making program observations, the county contractor interviewed program staff, parents, teachers, and school administrators. Her evaluation indicated that the Youth Resiliency Training program is successful in promoting the county’s targeted protective factors and decreasing the risk factors. The evaluation documented the bonding of participants to the school and community.

County 87

County 87’s needs assessment has two protective factors:

- Increased opportunities for positive involvement (Opportunities, skills and recognition)
- Increased healthy beliefs and clear standards

The county’s needs assessment has four priority risk factors:

- Favorable attitudes toward the problem behavior
- Family management problems
- Family conflict
- Early first use or early initiation of the problem behavior

The CM evaluator at CTED evaluated the county’s Primary Intervention Program (PIP) at two elementary schools.

- a. Context and Implementation: The Primary Intervention Program that was evaluated served 20 percent of the students enrolled in grades K-3. Using the Teacher-Child-Rating-Scale (TCRS), which measures behaviorally oriented items indicative of school problems, such as aggressiveness, impulsive behavior, anxiousness, and shyness, the program facilitators evaluated children who received one-to-one services. In addition, TCRS measures learning skills and assesses task orientation, frustration tolerance, and peer social skills. The county’s first identified protective factor – “Increased opportunities for positive involvement” – is close to, but not exactly the same as, Hawkins and Catalano’s “Opportunities, skills and recognition.” The program is appropriately administered to address the county’s identified risk and protective factors, especially “Early initiation of the problem behavior.”
- b. Outcomes: TCRS program effectiveness scores indicated that positive progress was achieved by 75 percent of the children who received one-to-one services in the PIP program.

Interviews with three parents of children in the program indicated strong support of the program, and all expressed the belief that PIP has made a positive contribution to the social development of their children. In addition to the risk and protective factors prioritized in County 87's needs assessment, evidence indicates that PIP has a positive affect on the "Social skills" protective factor of children in the program.

County 89

Based on the results of the Collaborative Needs Assessment, the core board of County 89 selected three risk factors that were targeted by CM programs:

- Availability of drugs
- Family conflict
- Low school achievement ("Lack of commitment to school," and "Academic failure in elementary school")

County 89's CM contractors did an evaluation of a CM program for victims of domestic violence.

- a. Context and Implementation: One of the targeted risks – "Low school achievement," – is similar to, but different from, the currently recognized risk factors "Academic failure in elementary school" and "Lack of commitment to school." The program was targeted toward providing temporary shelter and a support education group environment to victims of domestic violence and/or sexual abuse. The evaluation presented significant evidence that the program was effectively implemented.
- b. Outcomes: Community support members, staff members, and program participants were interviewed for the evaluation. From the interviews it was apparent that the shelter, support groups, and a CM affiliated community institution were providing valuable assistance to victims of domestic violence and thus combating a most elemental form of family conflict. The evaluation also indicated that much remains to be done, including support for legal assistance, role models/mentors, housing and work opportunities, and better coordination of services (especially housing and mental health counseling).

In addition to interviews with program participants and providers, 15 board members completed a Coalition Survey asking them to rate 35 task force organizational processes on a scale of 1 to 5 (with 5 as the highest score). Three of the 15 respondents were new to the board. The survey was completed at the board's annual planning meeting on February 26, 2002.

Summary of Responses: The following ranks the responses of the board members from highest to lowest scores.

Regular meetings	4.7
Creates opportunities for every member	4.4
Opportunities to build respect for one another	4.3
Regularly discuss new ideas	4.3
Share common view of mission	4.3
Shares mission and goals with community	4.3
Seeks solutions to conflicts	4.1
Opportunities to build knowledge of each other	4.1
Involves many in discussion of new ideas	4.1
Effectively implements plans	4.1
Ground rules/agreements work together	4.1
Regularly achieves goals	4.1
Reviews Mission statement to determine:	
Relevancy	4.1
Revision to better address needs	4.1
If mission is fulfilled	4.0
Invites involvement outside of initial core	4.0
Effective process to run meetings	4.0
Identifies new members	3.9
Reduce hierarchical structures	3.9
Accountable without duplication of efforts	3.9
Reviews progress regularly	3.9
Strong relationships with key individuals/groups	3.9
Gathers input to define issues and strategies	3.8
Shared leadership and responsibilities	3.8
Celebrates achievements	3.8
Discuss difficulties and apply learning	3.8
Mission statement guides long and short-term goals	3.8
Leadership development opportunities	3.7
Gathers information about future trends	3.7
Sells to key leaders and community	3.7
Orients and integrates new members	3.6
Communication reflects diverse needs	3.6
Recruitment and orientation for new leaders	3.5
Clear membership criteria	3.5
Broad and diverse financial support	3.5
Revise organizational structure if appropriate	3.5
Widely publicizes accomplishments	3.4

Comments/Questions: The strongest organizational feature according to the board members is that it has regular meetings. Overall, this group perceives the processes of the Domestic Violence Task Force (DVTf) as inclusive, respectful, effective, and true to the group's mission.

The weaker aspects of the DVTF organizational processes are collectively perceived to be:

1. Leadership recruitment, orientation and development
2. New membership orientation, integration and clear membership criteria
3. Broad and diverse financial support
4. Flexibility related to making appropriate revisions in structure
5. Communicating about and addressing diverse needs
6. Publicizing and “selling” the accomplishments of the group to key leaders and the community
7. Gathering data related to future trends and defining issues and strategies

Recommendations:

1. Discuss and prioritize several organizational issues to be addressed over the next one to three years.
2. Make sure that the many strengths of the organization are celebrated and maintained as the DVTF addresses identified areas of need.

Some thoughts about potential activities are:

- a. Evaluate whether the current structure of the DFTV is as effective as it could be.
- b. Develop a marketing plan for the DVTF that is aimed at:
 - 1) Publicizing accomplishments
 - 2) Recruiting new members and leaders
 - 3) Broadening funding support
- c. Develop a plan to provide new members and leaders with orientation, training, and other development opportunities.
- d. Continue to seek data in order to inform the definition of issues, the development of strategies, and the measurement of outcomes
- e. Continue to address the diverse needs of the community.

Summary of Evaluation Results: The DVTF is addressing one of the most serious public health issues in the community. The mission of the DVTF is to increase the safety of domestic violence victims and to hold perpetrators accountable through a coordinated community response. The evaluation of the efforts of the DVTF was focused on determining whether the activities of the DVTF are 1) contributing to the safety of domestic violence (DV) victims, and 2) perceived as effective. Three groups – survivors, community participants and board members – were asked a series of questions aimed at gauging effectiveness and perceived effectiveness. Seven women currently housed in the local shelter for battered women were asked in a face-to-face interview about their experiences with getting help. While none of them had heard of the DVTF, three of them indicated that they had seen and used the Resource Guide to Domestic Violence that is published and distributed by the DVTF. Nine community members, representatives of agencies that have participated in DVTF activities, answered a survey via mail. They were asked about their level of participation and perception of effectiveness related to the specific DVTF sponsored activities and to the DVTF as a whole. They rated the overall effectiveness of the DVTF as high. The most utilized and beneficial activities were the annual summit, the Resource

Guide, the quarterly newsletter, and the community training events. Significantly less utilized or attended were the committee meetings, quarterly community meetings, monthly networking meetings, and the faith community resource brochure. Fifteen board members were asked at their planning retreat to individually complete a survey aimed at their perception of the organizational effectiveness of the DVTF. While they collectively rated the DVTF as inclusive and effectively run, they also identified some relative weaknesses. Some of the weaker aspects of the DVTF organizational process include: leadership and member recruitment and orientation, data gathering to inform issues, strategies and trends, financial support, and publicizing accomplishments. On the basis of the data gathered, it appeared that the DVTF was providing victims and community members with information and education that contributed to the safety of victims. Data gathered also supported the conclusion that those who have some involvement with DVTF activities perceive it as an effective organization.

Summary of Recommendations

- Repeat the DV survivor interview process on an annual or biennial basis with shelter and/or non-shelter support group participants (gather data).
- Produce and distribute DV Resource Guides to additional strategic locations in the community (continue successful activity).
- Develop a cadre of volunteers to place and replenish DV Resource Guides in new and existing locations in the community (recruit new members).
- Explore the development of housing, mentoring, and legal assistance resources for DV survivors (gather data).
- Continue external activities (i.e., summit, newsletter, website, and training events) that are well attended and/or perceived as useful.
- Do some further evaluation of those activities (i.e., committee meetings, monthly network meetings, faith community brochure, and quarterly community meetings) that are not well attended or utilized to determine their worth and/or how to make them more valuable and effective.
- Discuss and prioritize several organizational issues identified by the DVTF Board to be addressed over the next one to three years.
- Make sure that the many internal strengths of the organization are celebrated and maintained as the DVTF addresses identified areas of need.

County 90

County 90's collaborative needs assessment listed the six risk factors:

- Family management problems
- Early and persistent anti-social behavior
- Low neighborhood attachment and community disorganization
- Family conflict
- Early initiation of drug use
- Community laws and norms favorable towards drug use (firearms and crime)

The needs assessment targeted two protective factors:

- Bonding
- Healthy beliefs and clear standards

County 90 hired an external evaluator to make an evaluation of a summer school program.

- a. Context and Implementation: The summer school program that was evaluated was the first middle school summer program that was enrichment focused, not academics focused. The purpose of the program was to reduce the risk factor “low commitment to school” (“lack of commitment to school” in Hawkins and Catalano) by lessening the effects of the transition from elementary school to middle school. The target audience was fifth grade students who were transitioning to sixth grade. The program was clearly directed toward countering a lack of commitment to school. This risk factor was not mentioned in the county’s needs assessment. However, the program that was evaluated took place in a community that itself had prioritized “Lack of commitment to school” as a risk factor they could affect.
- b. Outcome: The external evaluator interviewed program participants, parents, teachers, staff, and community activists. The evaluator discovered that the program had a positive effect on the “lack of commitment to school” risk factor of the program cohorts. The program also strengthened two protective factors that were listed in the county needs assessment:
 - Bonding
 - Healthy beliefs and clear standards.

A WSU intern evaluated a second program, the Students Against Doing Drugs (SADD) program.

- a. Context and Implementation: The program took place at a junior high school and worked with students caught smoking and those who may have had other substance abuse issues.
- b. Outcomes: The evaluator observed program sessions and interviewed student participants, program staff, teachers and school administrators. The evaluation documented that the program established healthy beliefs and clear standards, and that bonding occurred between the program staff members and student participants.

County 96

In County 96, the Community Network served as the CM Policy Board. The board participated in and reviewed the Risk and Protective Factor Needs Assessment, and it approved and helped to plan program activities. Twelve providers were invited to join with board members to conduct the needs assessment. The board and the 12 providers determined that there were two primary risk factors in the county:

- Community laws and norms (Laws and norms favorable to drug use, firearms, and crime)
- Early initiation of the problem behavior

The county’s needs assessment combined two protective factors into one:

- Bonding to adults with healthy beliefs and clear standards

The county CM coordinator and contractors did an evaluation of an after-school program.

- a. Context and Implementation: Using Hawkins and Catalano’s terminology, the needs assessment targeted two risk factors – “Laws and norms favorable to drug use, firearms, and crime” and “Early initiation of the problem behavior”; and two protective factors – “Bonding” and “Healthy beliefs and clear standards.” The program was directed towards “Bonding,” and “Healthy beliefs and clear standards.”
- b. CM contractors interviewed program participants, parents, and program staff members. They documented that the program was successful in achieving bonding between the student participants, and between students and adult providers in the program. Evidence from the interviews indicated that the program helped to establish “healthy beliefs and clear standards.” The program also promoted an additional protective factor, “Opportunities, skills and recognition.”

County 97

In County 97, the three prioritized risk factors for the county as determined by the Risk and Protective Factors Needs Assessment were:

- Family management problems
- Favorable attitudes toward problem behavior
- Low neighborhood attachment and community disorganization

Two WSU interns interviewed student participants, adult committee members, and program providers. They observed a board meeting and a student session. The evaluation of *Safe Policy* youth intervention program in County 97 revealed that:

- a. Context and Implementation: The program was oriented towards social skill building in high-risk youth and was implemented towards that end. The program addressed the risk factor “Favorable attitudes toward the problem behavior.”
- b. Outcomes: The interns’ interviews and observations documented that the *Safe Policy* program effectively promoted “social skill building with high-risk youth”, a protective factor in the risk and protective factor social development model.

County 99

County 99’s Collaborative Needs Assessments ranked their risk factors in the following order:

- Family management problems
- Low commitment to school (Lack of commitment to school)
- Early initiation of the problem behavior (specifically: early use)
- Favorable attitudes toward the problem behavior

- Extreme economic and social deprivation (Extreme economic deprivation)
- Availability of drugs

The county coordinator described the local CM-funded youth center through interviews and observations of the program. The evaluation showed the following:

- a. Context and Implementation: Opportunities for developing computer skills were available at the center. The center counselor actively intervened and counseled youth as she became aware of problem behavior. A substance abuse prevention program for youth (specifically targeting drinking behavior) regularly held meetings at the center.
- b. Outcomes: The interviews and ethnographic observations with parents, student participants, board members, and community activists documented that the Center helped to counter the “Lack of commitment to school” risk factor identified in the needs assessment. The proactive services of the counselor tended to counter the “Early initiation of the problem behavior” risk factor, as did the center-sponsored substance abuse prevention program. Participants in youth center programs may have had opportunities for “Bonding,” but there was not enough information in the evaluation to determine whether this was the case.

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